

## Message Text

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ACTION SS-25

INFO OCT-01 ADP-00 /026 W

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R 011157Z AUG 73

FM AMEMBASSY MEXICO

TO SECSTATE WASHDC 7240

S E C R E T SECTION 1 OF 3 MEXICO 5653

EXDIS

E.O. 11652: XGDS

TAGS: SNAR, MX

SUBJECT: NARCOTICS DEMARCHE TO PRESIDENT ECHEVERRIA

REF: STATE 142395

1. SUMMARY: EMBASSY AGREES THAT ANOTHER DEMARCHE TO PRESIDENT ECHEVERRIA ON DRUG PROBLEMS MIGHT BE TIMELY. WE PROPOSE THAT THIS BE PART OF A PROGRAM WHICH WOULD INCLUDE REVIVAL OF TRI-LATERAL MEETING OF ATTORNEYS GENERAL. GENERAL TACTICAL CONSIDERATIONS RE PROPOSED DEMARCHE AND SPECIFIC COMMENTS ON CONTENT OF THAT EFFORT ARE OUTLINED BELOW. END SUMMARY.

2. EMBASSY NARCOTICS CONTROL COMMITTEE NOTES WITH SATISFACTION FACT THAT DEPARTMENT CONCURS IN MANY OF PROPOSALS WHICH THIS EMBASSY HAS MADE OVER PERIOD OF TIME FOR IMPROVING MEXICAN ANTI-NARCOTICS EFFORT.

3. COMMITTEE LIKEWISE AGREES THAT TIME MAY BE PROPITIOUS FOR ANOTHER DISCUSSION OF THIS TOPIC WITH PRESIDENT ECHEVERRIA. AS DETAILED BELOW, CONTENT OF SUCH APPROACH READILY CAN INCORPORATE MANY OF SUGGESTIONS CONTAINED IN REFTEL. AT SAME TIME, COMMITTEE IS CONVINCED THAT THIS IS BUT ONE OF SEVERAL APPROACHES WHICH FRUITFULLY MIGHT BE PURSUED. ACCORDINGLY, WE PROPOSE THAT THIS DEMARCHE BE PART OF A COORDINATED PROGRAM WHICH WOULD INCLUDE OTHER LONG-STANDING EMBASSY PROPOSALS DESIGNED TO IMPROVE EFFECTIVENESS IN THIS CRITICAL AREA.

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4. EMBASSY NOTES THAT MEXICAN PROGRAM WILL BE DISCUSSED BY

CCINC IN SEPTEMBER. WE FEEL STRONGLY THAT ANY SUCH EXAMINATION SHOULD INCLUDE PARTICIPATION BY REPRESENTATIVES OF THIS EMBASSY, BOTH IN INTEREST OF CONTRIBUTING FIRST HAND INSIGHTS AND IN RELAYING BACK TO EMBASSY INFORMATION AND DECISIONS REACHED IN WASHINGTON.

5. IN CONSIDERING PROPOSED DEMARCHE TO PRESIDENT ECHEVERRIA AND OTHER APPROACHES DISCUSSED BELOW, EMBASSY WISHES TO DRAW WASHINGTON'S ATTENTION TO SOME BASIC TACTICAL AND POLITICAL CONSIDERATIONS.

(A) SINGLE MOST IMPORTANT MEXICAN OFFICIAL IN TERMS OF OUR DAYWV TO-DAY ANTI-NARCOTICS OPERATION IS ATTORNEY GENERAL PEDRO OJEDA PAULLADA. THIS IS BOTH BECAUSE OF HIS PERSONAL COMMITMENT AND, MORE IMPORTANTLY, BECAUSE OF FACT THAT BOTH STATUTORILY AND ORGANIZATIONALLY, RESPONSIBILITY FOR ANTI-NARCOTICS EFFORT ARE CENTERED IN HIS OFFICE AND PERSON.

(B) HAVING STATED FOREGOING, IT IS ESSENTIAL THAT ANY AND ALL APPROACHES BE DESIGNED AND EXECUTED IN SUCH A MANNER SO AS NOT TO INDICATE OR IMPLY EITHER LOSS OF CONFIDENCE IN OR DISSATISFACTION WITH ATTORNEY GENERAL. SPEAKING BLUNTLY, REGARDLESS WHAT HIS POLITICAL POWER AND COMMITMENT IS OR MIGHT BE, PRESIDENT ECHEVERRIA DOES NOT HAVE TIME PERSONALLY TO RUN THIS SHOW. WE HAVE A GOOD ELEMENT FOR FRUITFUL COOPERATION IN THE PERSON OF OJEDA PAULLADA, ECHEVERRIA'S TRUSTED LIEUTENANT. IT BEHOOVES US CONSTANTLY TO BEAR IN MIND OJEDA'S POLITICAL SENSITIVITIES.

(C) LIKEWISE, MEXICAN PERCEPTION OF PROBLEM DIFFERS FROM OUR OWN. THEY DO NOT SEE THEMSELVES AS PRIMARILY CULPABLE, NOR WOULD THEY READILY ACCEPT ASSESSMENT OF THEIR EFFORT SET FORTH IN REFTEL.

(D) AS RECOGNIZED IN REFTEL, PROGRESS HAS BEEN MADE ON MANY FRONTS IN OUR BILATERAL EFFORTS WITH MEXICO. EMBASSY CAUTIONS AGAINST ANY THOUGHT THAT PROPOSED DEMARCHE MIGHT LEAD T DRAMATIC CHANGE IN GOM POLICY OR EFFECTIVENESS. WHAT WE CAN AND DO HOPE FOR IS A CONTINUATION AND, WHERE POSSIBLE, ACCELERATION OF POSTIVE TRENDS WHICH HAVE BEEN DEVELOPED.

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6. IN ADDITION TO DISCUSSION WITH PRESIDENT ECHEVERRIA, EMBASSY BELIEVES THAT ESSENTIALLY SAME MESSAGE SHOULD BE CONVEYED IN CONTEXT OF TRI-LATERAL MEETING AT ATTORNEYS GENERAL LEVEL (MEXICO 5506). MEXICANS FIND IT DIFFICULT TO RECONCILE OUR REPEATED STATEMENTS CONCERNING URGENCY OF THIS PROBLEM WITH OUR SEEMING DISINTEREST IN TRI-LATERAL DISCUSSIONS WHICH THEY ENTHUSIASTICALLY SUPPPORT. EMBASSY AGREES.

7. EMBASSY FURTHER WISHES TO SUGGEST THAT AT TIME TRI-LATERAL MEETINGS ARE HELD, IT WOULD BE MOST USEFUL AND FITTING IF PRESIDENT NIXON COULD RECEIVE ATTORNEYS GENERAL FOR FRANK DISCUSSION OF HIS PERSONAL INTEREST AND VIEWS ON THIS PROBLEM. SUCH AN ENCOUNTER WOULD PARALLEL MARCH 1972 MEETING DURING WHICH PRESIDENT ECHEVERRIA TALKED WITH MESSRS. KIEINDIENST, GOYER AND OJEDA PAULLADA. MEETING WOULD HAVE THE ADVANTAGE OF BRINGING HOME TO MEXICANS WASHINGTON'S DISCONTENT, WHILE AT SAME TIME PERMITTING FACESAVING FEATURE OF SOMEWHAT MORE GENERALIZED DISCUSSION (WITH PRESENCE OF CANADIANS); IT WOULD NOT UNDERMINE CONTINUING EFFORTS AT MEXICO CITY SINCE PROPOSED MEETING WITH OUR PRESIDENT WOULD BE SEEN AS BOTH A COURTESY WHICH IS COMMON PRACTICE WITH MEXICANS AND AN APPEAL TO INCREASED TRI-LATERAL EFFECTIVENESS.

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8. TIMING AND CONTEXT OF PROPOSED DEMARCHE SHOULD BE FIXED LATER. OBVIOUSLY, APPROACH SHOULD BE MADE BY AMBASSADOR MCBRIDE, WHO HAS DISCUSSED MANY OF THESE SELF-SAME IDEAS WITH PRESIDENT ECHEVERRIA ON NUMEROUS OCCASIONS IN THE PAST.

9. EMBASSY RECOMMENDS THAT IN CONNECTION WITH HIS CALL ON PRESIDENT ECHEVERRIA, AMBASSADOR MCBRIDE DELIVER A LETTER FROM PRESIDENT NIXON. (THIS IDEA WAS ORIGINALLY SUGGESTED IN MEXICO 3585 ON JUNE 26, 1971, BUT NEVER ACTED UPON BY WASHINGTON.) IN SUCH A LETTER, PRESIDENT NIXON COULD SET FORTH WASHINGTON PERCEPTIONS AND PREOCCUPATIONS. LETTER COULD BE FRAMED SO AS TO ELICIT WRITTEN RESPONSE AND COMMITMENT FROM PRESIDENT ECHEVERRIA ON CERTAIN POINTS; THESE WOULD NOT HAVE TO BE SPELLED OUT IN DETAIL IN PRESIDENT'S LETTER BUT WOULD BE INCLUDED AMONG THOSE RAISED

VERBALLY DURING DEMARCHE.

10. BEFORE DISCUSSING SPECIFICS OF DEMARCHE TO PRESIDENT, NARCOTICS CONTROL COMMITTEE WISHES TO EMPHASIZE THAT GENERALITIES MUST BE AVOIDED IF EFFECTIVENESS IS TO BE ACHIEVED. STATEMENTS SUCH AS THAT IN REFTEL TO EFFECT THAT "SITUATION MAY EVEN BE WORSENING" MUST BE QUANTIFIED. IN ANY DETAILED DISCUSSION WITH PRESIDENT ECHEVERRIA, WE WOULD EXPECT HIM TO QUESTION SHARPLY NOT ONLY BASIS FOR OUR CONCLUSION BUT ALSO SOURCE OF OUR INFORMATION. EMBASSY HAS BEEN INFORMED THAT SOME INFORMATION MAY BE AVAILABLE IN WASHINGTON. WE URGENTLY NEED IT FOR USE IN PREPARING WHAT MUST BE VERY CAREFUL PRESENTATION.

11. CONCERNING "MAJOR PROBLEMS" DISCUSSED IN REFTEL, GEOGRAPHY  
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IS AN UNALTERABLE "GIVEN" WHICH DOES NOT REQUIRE FURTHER DISCUSSION WITH PRESIDENT ECHEVERRIA. THE CORRUPTION ISSUE IS KNOWN TO BE VERY SENSITIVE AND ONE WHICH PRESIDENT ECHEVERRIA HAS TRIED TO COMBAT IN VARIOUS WAYS. NARCOTICS COMMITTEE IS CONSIDERING POSSIBILITY OF RECOMMENDING TO DEPARTMENT THAT WE OFFER TO PRESIDENT ECHEVERRIA COPY OF OUR "CHIHUAHUA PAPER" AND/OR OTHERS LIKE IT (IN PREPARATION.) WE HAVE NOT REACHED A FIRM DECISION IN THIS REGARD SINCE TO DO SO MIGHT CONNOTE OUR "GOING OVER THE HEAD" OF OJEDA PAULLADA TO WHOM PAPER ORIGINALLY WAS DELIVERED. IN EFFECT, ANY DISCUSSION OF CORRUPTION IS ESSENTIALLY A NEGATIVE TACK. OUR EVALUATION IS THAT OUR BEST CHANCES OF SUCCESS LIE IN WORKING ON POSITIVE POSSIBILITIES RATHER THAN DWELLING ON FAILURES. NEED-LESS TO SAY, TO INDICATE TO PRESIDENT ECHEVERRIA THAT MEXICAN CLIMATE FOR CORRUPTION IS "RELATIVELY MORE TOLERANT" WOULD BE TO WAVE A RED FLAG AND WOULD BE COUNTERPRODUCTIVE.

12. ON MAJOR OBJECTIVES (PARA 3 REFTEL) EMBASSY OFFERS FOLLOWING OBSERVATIONS:

(A) WE HAVE MADE CONSIDERABLE PROGRESS IN GETTING MEXICAN GOVERNMENT TO REORDER PRIORITIES. THIS IS ENTIRELY PROPER TOPIC FOR DISCUSSION WITH PRESIDENT ECHEVERRIA, AND WE ARE OPTIMISTIC ABOUT OUR CHANCES OF GETTING FROM HIM USEFUL PRIVATE STATEMENTS IN THIS REGARD. AT SAME TIME, BECAUSE OF DOMESTIC ABUSE PATTERNS, IT IS UNLIKELY THAT HE PUBLICLY COULD DOWNGRADE ANTI-MARIJUANA EFFORT.

(B) ERADICATION OF ILLICIT OPIUM CULTIVATION HAS BEEN AND WILL CONTINUE TO BE A HIGH PRIORITY GOM OBJECTIVE. AGAIN, DISCUSSION OF EFFORTS TO IMPROVE AND ACCELERATE SUCH PROGRAMS SHOULD BE FRUITFUL, ESPECIALLY IF WE HAVE POSITIVE AND ACCEPTABLE CONCRETE SUGGESTIONS TO MAKE. CROP SUBSTITUTION IS NOT REPEAT NOT AN IDEA ACCEPTABLE TO GOM. THIS HAS BEEN MADE ABSOLUTELY CLEAR ON REPEATED OCCASIONS; TOPIC CANNOT BE RAISED AGAIN WITH PRESIDENT

ECHEVERRIA WITHOUT INDIRECTLY QUESTIONING HIS DECISION, REFLECTED THROUGH ATTORNEY GENERAL OJEDA PAULLADA, AGAINST THIS SUGGESTION. IN SHORT, MEXICANS ARE NOT ABOUT TO UNDERTAKE ANY PROGRAM WHEREBY PERSONS WOULD BE SUBSIDIZED IN ANY WAY FOR NOT ENGAGING IN ILLEGAL ACTIVITY. THIS IS A LEGAL AND POLITICAL POSITION WHICH EMBASSY RESPECTS. FURTHERMORE, CULTIVATION PATTERNS IN MEXICO ARE NOT AMENABLE TO SUCH A PROGRAM EVEN IF GOM WERE TO APPROVE IT.

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ACCORDINGLY, NARCOTICS COMMITTEE STRONGLY RECOMMENDS AGAINST CHALLENGING ECHEVERRIA'S JUDGMENT ON THIS POINT.

(C) AT SAME TIME, NARCOTICS COMMITTEE FEELS THAT STALEMATED PROPOSALS FOR COOPERATION IN PROGRAMS ON HERBICIDE RESEARCH AND OPIUM SAMPLING SHOULD BE DISCUSSED IN CONTEXT OF DEMARCH SINCE IT INCREASINGLY IS APPARENT THAT ONLY PRESIDENT CAN BREAK DEAD-LOCK ON THESE ISSUES. NEEDLESS TO SAY, "COMPASS TRIP" AND ANY OTHER REMOTE SENSING PROGRAMS SHOULD BE BROUGHT UP IN THIS SAME CONTEXT AND AT THIS SAME TIME.

(D) PERSONNEL QUESTIONS (NUMBERS, PROFESSIONALISM, AND TRAINING) OFFER FRUITFUL GROUND FOR DISCUSSION. THE QUESTION OF PAY FOR PERSONNEL DOES NOT. THERE IS NO POSSIBILITY THAT GOM WOULD ACCEPT BUDGETARY SUPPORT TO UNDERWRITE SALARY EXPENSES EVEN IF USG WERE TO MAKE SUCH AN OFFER. LIKEWISE, GOM AT OUR URGING ALREADY HAS CONSIDERED SUCH QUESTIONS AS PAY DIFFERENTIALS AND REWARDS; THEY HAVE CONCLUDED THAT AT LEAST FOR PRESENT THESE PROPOSALS ARE POLITICALLY AND ECONOMICALLY UNFEASIBLE.

(E) ON QUESTIONS OF EQUIPMENT AVAILABILITY, WE KNOW AND HAVE REPORTED MANY OF GOM'S NEEDS IN THIS FIELD. WHILE POLICY QUESTIONS (E.G. GRANTING OF EXCESS EQUIPMENT TO MEXICAN MILITARY OR OPERATION WITHIN MEXICO OF US EQUIPMENT ON LOAN) PROPERLY AND FRUITFULLY MIGHT BE DISCUSSED WITH PRESIDENT ECHEVERRIA, WE REALISTICALLY MUST EXPECT THAT HE WOULD DELEGATE RESPONSIBILITY FOR DETAILED DISCUSSIONS AND STUDIES TO VERY OFFICIALS WITH WHOM WE HAVE WORKED CLOSELY AND CONTINUOUSLY. DESPITE ACCEPTANCE BY ATTORNEY GENERAL'S OFFICE AND MEXICAN CUSTOMS SERVICE OF PRINCIPLE OF USG-FUNDED MATERIAL ASSISTANCE, IT IS NOT YET CLEAR WHETHER OR NOT PROVISION OF EQUIPMENT FOR DIRECT CONTROL BY MILITARY IN ANTI-DRUG EFFORT WOULD BE ACCEPTABLE EITHER TO ATTORNEY GENERAL OR TO DEFENSE SECRETARIAT. PRESIDENT COULD RULE ON THIS POINT. HOWEVER, WE CANNOT ASSUME AUTOMATICALLY THAT HE WOULD FAVOR MATERIAL ASSISTANCE TO MILITARY; MEXICANS IN GENERAL AND ECHEVERRIA ADMINISTRATION IN PARTICULAR ARE JEALOUS OF THEIR "INDEPENDENT" IMAGE. LIKEWISE, FOR INTERNAL POLITICAL REASONS THEY MAY BE RELUCTANT TO HEIGHTEN MILITARY PROFILE.

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EXDIS

(F) AS FREQUENTLY REPORTED IN PAST, PRIMARY MEXICAN INTEREST IS IN HELICOPTERS, COMMUNICATIONS ITEMS, AND VEHICLES (E.G. JEEPS AND LIGHT TRUCKS). BEFORE DISCUSSING ANY PROPOSAL FOR EQUIPMENT ASSISTANCE WITH PRESIDENT, WE SHOULD ENSURE AVAILABILITY AND HAVE A FIRM IDEA ON COST FIGURES (PRESUMABLY WE WOULD SEEK GOM FUNDING PARTICIPATION.)

(G) WE ANTICIPATE NO DIFFICULTIES IN GAINING PRESIDENT ECHEVERRIA'S AGREEMENT ON INCREASED USE OF USG-PROVIDED INTELLIGENCE. HOWEVER, WE ARE EMBARRASSED TO NOTE OUR OWN FAILURES IN THIS REGARD. THREE MONTHS AGO THIS EMBASSY WAS PROMISED A BRIEFING ON SUPPOSEDLY CRITICAL INTELLIGENCE BY US CUSTOMS OFFICERS. DESPITE OUR REPEATED APPEALS, WE HAVE NOT BEEN MADE PRIVY TO THIS INFORMATION. LIKEWISE, WE WERE TOLD DURING RECENT VISIT BY AMBASSADOR HANDLEY THAT WASHINGTON HAS ACTIONABLE INTELLIGENCE CONCERNING INTERNATIONAL TRAFFICKERS OPERATING WITHIN MEXICO. DESPITE HIS SUPRISE AND INTERVENING MONTH'S TIME, WE NEITHER HAD NOR HAVE WE RECEIVED THIS INTELLIGENCE. FINALLY, COMMITTEE FEELS THAT EMBASSY'S INTITATIVE TO HOLD CONFERENCE DESIGNED TO FACILITATE ACROSS BORDER FLOW OF NARCOTICS INTELLIGENCE SHOULD BE REVIVED. PRIOR TO A DEMARCHE TO PRESIDENT ECHEVERRIA, AMBASSADOR MUST HAVE A FULL GRASP NOT ONLY OF INTELLIGENCE AND STATISTICS ON WHICH WASHINGTON REACHED ITS CONCLUSIONS CONCERNING PRESENT MEXICAN SITUATION. BUT ALSO A FULL UNDERSTANDING OF INTELLIGENCE POTENTIAL AND TECHNIQUES FOR COORDINATION ALONG BORDER.

(H) POSSIBILITY OF STATIONING GOM NARCOTICS AUTHORITIES IN US HAS

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BEEN BROACHED WITH MEXICAN AUTHORITIES. THEIR REACTION HAS BEEN INITIALLY POSITIVE. BEFORE DISCUSSING THIS IDEA WITH ECHEVERRIA, WE THINK THAT CONSIDERATION SHOULD BE GIVEN TO EFFECT OF SUCH A PROGRAM ON OVERALL MEXICAN CAPABILITIES, ESPECIALLY IF WE MAKE MAJOR TRAINING PROPOSALS AT THE SAME TIME. IN A NUTSHELL, ANY EXPANSION OF THE FJP CAN BE ACCOMPLISHED ONLY OVER A PERIOD OF MONTHS. IN INTERIM, REASSIGNMENT OF AGENTS WITHIN US WOULD REDUCE NUMBER OF OFFICERS AVAILABLE TO WORK ON PROBLEM WITHIN MEXICO.

13. ALL MEMBERS OF NARCOTICS CONTROL COMMITTEE CONCUR IN THIS MESSAGE.

MCBRIDE

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## Message Attributes

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